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ABSTRACT

Intended to serve a wide range of readers, this multi-author summary report of what is commonly referred to as the "District Practices Study" (1976-82) of Title I of the Elementary and Secondary Education Act contains information of special concern to administrators of federally funded programs, legislators, and other policymakers. The report marks the conclusion of phases I and II of the study's three projected phases. Following chapter 1's overview of the study's findings, chapter 2 describes the project's study design and provides a profile of the Title I program at the school district level. Chapters 3 and 4 examine school and student selection; chapter 5 discusses local Title I program project designs and staffing patterns. After chapter 6's analysis of parental involvement in local Title I programs, the four concluding chapters consider the local administration of the program's fiscal requirements, the interaction of school district officials with state education agency officials, nonpublic school students' participation in Title I, and local Title I evaluation and technical assistance. Also included are an appendix on the study design for the study's first two phases and a bibliography. (JBM)

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Advanced Technology

LOCAL OPERATION OF TITLE I, ESEA 1976 – 1982: A RESOURCE BOOK

Advanced Technology, Inc.
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Submitted To The
Planning and Evaluation Service
U.S. Department of Education

JUNE 1983

SPECIAL REPORTS FROM THE TITLE I DISTRICT PRACTICES STUDY

CURRENT TITLE I SCHOOL AND STUDENT SELECTION PROCEDURES AND IMPLICATIONS FOR IMPLEMENTING CHAPTER 1, ECIA	*Michael J. Gaffney and Daniel M. Schember*
THE EFFECTS OF THE TITLE I SUPPLEMENT-NOT-SUPPLANT AND EXCESS COSTS PROVISIONS ON PROGRAM DESIGN DECISIONS	*Michael J. Gaffney and Daniel M. Schember*
THE INFLUENCE OF TITLE I BUDGET CUTS ON LOCAL ALLOCATION DECISIONS: SOME PATTERNS FROM PAST AND CURRENT PRACTICES	*Richard Apling*
NONPUBLIC SCHOOL STUDENTS IN TITLE I, ESEA PROGRAMS: A QUESTION OF "EQUAL" SERVICES	*Richard Jurg*
PAPERWORK AND ADMINISTRATIVE BURDEN FOR SCHOOL DISTRICTS UNDER TITLE I	*Victor Rezmovic and J. Ward Keesling*
TECHNICAL ASSISTANCE AND LOCAL PROGRAM IMPLEMENTATION IN TITLE I, ESEA	*Brenda J. Turnbull*
TITLE I SERVICES TO STUDENTS ELIGIBLE FOR ESL/BILINGUAL OR SPECIAL EDUCATION PROGRAMS	*Maryann McKay and Joan Michie*

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PREFACE

In 1980, the Department of Education [ED] contracted with Advanced Technology, Inc. to conduct a national study of school district practices since 1978 for operating programs under Title I of the Elementary and Secondary Education Act [ESEA]. This study, "A Description of District Practices since 1978 under Title I of the Elementary and Secondary Education Act of 1965," is commonly referred to as the Title I District Practices Study.

One goal of this study was to describe how local districts operated projects funded by Title I, ESEA in the 1981-82 school year. A second, related goal was to document local educators' rationales for their program decisions, their perceptions of the problems and benefits of requirements contained in the 1978 Title I Amendments, and their assessments of the expected effects of Chapter 1 of the Education Consolidation and Improvement Act [ECIA] on school districts' operation of Title I projects. The study was designed specifically to draw cross-time comparisons with the findings of the Compensatory Education Study conducted by the National Institute of Education [NIE] and to provide baseline data for subsequent analyses of the administration of Chapter 1, ECIA.

During the planning year for this project (Phase I), relevant background materials were reviewed, an advisory panel was formed, the study's research questions were refined, districts were selected for the study's four samples, data collection

instruments were designed and approved, and a detailed analysis plan was prepared. This summary report and eight special reports (see p. ii) present the findings from the data collection and analysis phase of the study (Phase II). These reports synthesize data collected from a mail questionnaire sent to Title I Directors in more than 2,000 randomly selected school districts, structured interviews and document reviews in 100 nationally representative Title I districts, and indepth case studies in 40 specially selected Title I districts.

During Phase III, detailed descriptions of solutions to several types of problems faced by local school officials operating Chapter 1, ECIA programs will be developed. These technical assistance materials will focus on describing useful strategies for serving nonpublic and secondary school students, designing inclass projects, and using teacher judgement scales in combination with objective data sources for making student selection determinations. These descriptions will be presented in a separate document, scheduled for completion by September 1983.

To meet the objectives of Phases I and II of the study, a special project staff was assembled within Advanced Technology's Social Sciences Division. That staff, housed in the Division's Program Evaluation Operations Center, oversaw the study design, data collection and processing, data analysis, and report preparation.

The summary report reflects the efforts of many staff members, contractors, consultants, advisory panel members, and

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CHAPTER 1

HIGHLIGHTS

INTRODUCTION

The Title I District Practices Study documents how local school districts operated projects funded by Title I of the Elementary and Secondary Education Act. It also describes local educators' rationales for their program decisions and their perceptions of the problems and benefits of the requirements contained in the 1978 Title I Amendments.

The study was originally conceived to inform the 1982-83 reauthorization hearings for Title I. It was to compare the local operation of the program under the legal framework established in the 1978 Title I statute with earlier descriptions of the program's implementation, especially those documented in the Compensatory Education Study conducted by the National Institute of Education in the 1976-77 school year. The passage of Chapter 1 of the Education Consolidation and Improvement Act in the summer of 1981, however, precipitated a refocusing of the study's objectives.

While Chapter 1 maintains the Title I goal of providing "financial assistance to state and local agencies to meet the special needs of educationally deprived children," Congress intended that under Chapter 1, the program be implemented "in a manner which will eliminate burdensome, unnecessary, and unproductive paperwork and free the schools of unnecessary Federal supervision, direction, and control." Some of Chapter 1's

provisions pertaining to the local operation of the program, such as those for nonpublic school student participation, remain essentially unchanged. Others, however, such as those governing selection of eligible and participating schools and students, application procedures, as well as certain funds allocation and evaluation requirements, are substantially changed. Still other Title I provisions, such as those pertaining to parent advisory councils [PACs], are completely eliminated by the Chapter 1 legislation.*

Accordingly, the design of this study was refined to collect three types of information: descriptions of current district practices; retrospective data for cross-time comparisons; and prospective information about the anticipated effects of the new legislation.

The District Practices Study used a complementary set of three data collection strategies to cross-validate findings:

- A mail questionnaire sent to Title I Directors in over 2,000 nationally representative school districts
- Structured interviews and document reviews in 100 nationally representative Title I districts
- Case studies in 40 specially selected districts to examine more closely the interactions between school and district-level staff responsible for implementing state and Federal categorical programs, and to study in-depth Title I services to nonpublic school students

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*However, the conference report accompanying Chapter 1 states that "it is an option of the local educational agencies to continue using PACs to comply with the consultation requirement" (p. 748).

These three data collection efforts were undertaken from the late fall to early spring of the 1981-82 school year. This was a time of some uncertainty in many school districts. Many respondents, particularly in small districts, were unfamiliar with the specific legislative changes of Chapter 1. Most districts were anticipating guidance from state and Federal officials to assist them in understanding the implications of this new law in planning for their 1982-83 school year programs. Many districts also were anticipating funding cuts for the first time in their Title I programs.

REPORTS OF STUDY FINDINGS

The findings from the Title I District Practices Study are reported in two ways: (1) this resource book, which covers a wide range of topics in the administration of Title I projects, and (2) a series of seven special reports that examine particular topics in greater depth. (The titles of the special reports are listed on page ii).

This resource book is intended to serve a wide range of readers. It contains information on several topics of concern to administrators of federally funded programs and to policymakers who shape the legislation and regulations that guide the implementation of such programs. To enhance the utility of the document, we have taken certain steps to make the information more accessible. Each chapter begins with a page of highlighted findings, organized under the research questions that guided the inquiry in that area. This page is printed on a different color paper to make it easy to access.

The Highlights chapter of this report is also printed on a different color of paper to distinguish it from the body of the report. It contains four major sections: an introduction to the study, a description of the reports from the study, a synopsis of the findings from the study, and a topical index to assist the reader in finding information about subjects of interest that may appear in more than one of the subsequent chapters.

SYNOPSIS OF STUDY FINDINGS

The findings presented here are organized under the headings of the chapters that appear later in the volume. This synopsis is highly condensed and omits many nuances that may be important to particular interpretations. The reader is encouraged to pursue topics of interest in greater depth in the relevant chapters of this volume or in the special reports. The topical index may also be helpful in locating information about related findings that would also influence interpretations.

Profile of Title I

To provide a context for findings about the management practices of districts implementing Title I projects, the study gathered information on the scope and nature of the services provided to Title I students and the administrative activities of project staff.

Scope of Services

During the 1981-82 school year, more than 90 percent of the nation's school districts operated Title I projects, and an

estimated 4.8 million students (including neglected or delinquent and nonpublic students) received Title I services. Since the 1979-80 school year, there has been a decline of 12 percent in the number of served students which probably results from both declining enrollments and the shrinking purchasing power of level funding for the program in a time of severe inflation.

Nature of Services

Nearly all of these projects provided services in reading and two-thirds reported that they provided services in mathematics. Nearly three-fourths of the students served were in grades 1 through 6. Ninety-two percent of the districts used pullout designs, while 30 percent employed inclass models.

Local Administration

Nearly three-quarters of the districts with Title I projects have a total enrollment of fewer than 2,500 students. These districts rarely have more than one administrator for the program, and nearly three-quarters of them reported that administration of their Title I projects required less than 26 percent of their time.

Administrative Burden

Title I Directors reported that one-fourth of their administrative time was spent on preparing applications or reports and an equal amount of time was spent on managing or supervising the instructional program. They generally felt that Federal requirements regarding evaluation and student selection were necessary to achieve the program goals but that they also created administrative burdens. On the other hand, they found that requirements

for documenting comparability and for parental involvement were both unnecessary and burdensome.

School Selection and Targeting

Under Title I, a school district generally was required to use its Title I funds only in "school attendance areas having high concentrations of children from low-income families." Furthermore, districts were usually required to rank attendance areas by poverty concentration, using the best available poverty measure(s), and serve these areas in order from highest to lowest. Chapter 1 of ECIA altered these requirements somewhat, and district officials were asked to comment on the changes that might result.

Method of School Selection

In nearly three-fourths of the districts with Title I projects, services were offered in all eligible schools. Eligibility was most often determined by the count of free or reduced price lunches taken at each school. However, 64 percent of the Directors said they would prefer to use achievement data. The most frequently used school selection option was ranking by grade span, although other options were also used by substantial percentages of districts. Many districts, however, seemed unaware of the range of options available to them.

Anticipated Effects of Chapter 1, ECIA on School Selection

Just over half of the school districts believed that they would have the same flexibility in selecting schools under Chapter 1 that they had under Title I. However, a similar percentage

were concerned that the changes under Chapter 1 would make it more difficult to achieve the program's targeting goals.

Student Selection

From the student populations of schools chosen to receive Title I funds, districts had to identify those eligible to receive Title I services and then select those who were to be served from that pool. The intent of the Title I legislation and regulations was that the students with greatest need be served first. However, the legal provisions for Title I participation by limited-English proficient and handicapped children were different from those applicable to other students. Again, Chapter 1 of ECIA changed these requirements, and Directors of Title I projects were asked to speculate about the consequences.

Student Selection Procedures

Nearly all districts used cutoff scores on achievement tests to select students. However, 60 percent of the districts reported that teachers could decide to give Title I services to students above the cutoff, and a similar percentage reported that teachers could decide that students below the cutoff did not need the services.

Percentage of Eligible Students Served

The percentage of eligible students served in a district was a function of a number of factors including the district's Title I funding level, intensity of services, and the district's concept of eligibility. For example, one district could consider all students scoring below the 40th percentile on a standardized

test as eligible while another could establish a stricter definition of below the 20th percentile. Given the varying concepts of eligibility, fewer than half the districts (44 percent) reported serving all eligible students. Small districts, however, were much more likely to report serving all eligible students than larger districts.

Eligibility of Limited-English-Proficient or Handicapped Students

Practices ranged from including all multiply eligible students in Title I to excluding all of them. In some districts, the level of English proficiency or severity of the handicap determined eligibility for Title I. Generally, limited-English-proficient students were more readily admitted to Title I than were handicapped students. Regular classroom teachers were more likely to favor serving these students in the Title I program than were Title I instructors.

Local Officials' Assessments of Title I Student Selection Procedures

A high proportion of Principals and non-Title I teachers wanted to change at least some aspect of their districts' current student selection procedures. Most of the desired changes (e.g., increased use of teacher judgment, less reliance on test scores) were permitted by Federal law. However, more than one-third of the Principals interviewed wanted to serve higher scoring students rather than only those furthest behind. A majority of Title I Directors and Principals favored their districts' policies for serving multiply eligible students in the Title I program.

Anticipated Effects of Chapter 1, ECIA on Student Selection

Thirty-nine percent of the Title I Directors expected a reduction or dilution of services to the current program participants as a result of ECIA's "utilize part" provision. One-third of the Directors felt that the "permits" provision would result in serving those students with greatest potential rather than those who were furthest behind.

Program Design

Federal regulations allowed considerable flexibility in the design of Title I projects. They did not specify the grade levels to be served, the subjects to be taught, the time periods in which to deliver project services, or the resources to be used. The Title I District Practices Study focused on the reasons given for choosing particular service delivery models, the "intensity" of Title I instruction, and characteristics of the staff employed to provide Title I instructional services.

Reasons for Selecting Service Delivery Models

As reported earlier, over 90 percent of the districts were using a pullout model, while 30 percent were using an inclass design. Ninety percent of the Directors using pullout designs indicated that they did so because thought they it was educationally superior for all or part of their Title I programs. Seventy-three percent said that pullouts made it easier to demonstrate compliance with funds allocation requirements. Fifty-seven percent said that the state Title I office advised the use of the pullout design.

Three-fourths of the Directors using inclass designs responded that they did so because it was educationally superior for all or part of their Title I programs. Forty-two percent said that physical facilities for pullouts were not available, and 28 percent said that the state Title I office had advised the use of this design.

Intensity of Title I Instruction

The average number of students in public Title I classes was 9.8, and the pupil-to-instructor ratio was 4.5 to 1. Public school students spent four hours per week in Title I classes. Data on the nature and intensity of instruction for nonpublic school students are presented later in this synopsis.

Local Policies on Subjects Missed During Title I Instruction

Title I instruction took place during the school day at 98 percent of the schools. Nearly 60 percent of the schools had a policy on the nature of the regular instruction that students could not miss while receiving Title I services. Sixty-two percent of these policies protected regular reading services, while 44 percent protected mathematics.

Characteristics of Title I Staff and Staff Inservice

Title I teachers had 5.5 years of teaching experience, on average. They spent 57 percent of their time during the week working with students. In 27 percent of the districts Title I staff were exempt from noninstructional duties. Nearly 90 percent of Principals were satisfied with the Title I instructional staff. On average, Title I instructors attended nine inservice sessions during a typical school year. Title I Directors

considered these sessions to be valuable for their staff, but 12 percent of the districts provided no inservice training for Title I staff.

Parental Involvement

Under the provisions of the Title I legislation, districts were to establish a Parent Advisory Council for the district and usually one for each participating school or project area. These councils were to advise the district about the planning, implementation, and evaluation of the Title I program. Chapter 1 of ECIA no longer mandated the establishment of these councils, though it still required parental involvement. The District Practices Study gathered data on the functioning of the councils under the 1978 legal framework and the anticipated changes under Chapter 1.

Parent Advisory Councils

Ninety-four percent of the districts had a district-level council, and 89 percent of these districts reported that all Title I schools had school-level councils. Title I Directors reported that eightly-one percent of these councils advised local administrators on program planning, implementation or evaluation. However, for each of these areas, at least 19 percent of the councils had no input at all. Councils in smaller districts had less input than those in larger districts.

Burden of Parental Involvement Requirements

Parental involvement was ranked as the most burdensome of the legislative requirements for Title I programs, even though

the amount of time administrators devoted to this activity averaged less than 10 percent of the time spent on administering Title I. More than half the Directors reported that there were problems obtaining council members and getting them to attend meetings.

Anticipated Effects of Chapter 1, ECIA on Parental Involvement

About one-fourth of the Directors felt that the councils would operate as they had before. Most Title I Directors, however, predicted changes in Parent Advisory Councils under Chapter 1. Almost 20 percent believed that both the district and school advisory councils would be effectively eliminated. The district advisory councils seemed to cause the least problems and seemed to be the most likely to remain intact. However, almost a third of the Directors (32 percent) thought that either the district advisory council or at least some of the school advisory councils would be reduced or eliminated.

Funds Allocation Requirements

The Title I funds allocation provisions contained four interrelated requirements designed to ensure that Title I funds were spent for the purposes intended by Congress. The law generally required that districts maintain their own level of fiscal effort for free public education, that state and local services in Title I attendance areas were comparable to those provided in non-Title I areas, that Title I funds could only be used for costs exceeding the average per-pupil expenditure of

state and local funds, and that Title I funds had to supplement and not supplant the state and local funds to which Title I children were entitled.

The District Practices Study focused on local school district officials' overall assessment of these requirements since other recent studies had more fully examined actual local implementation under these provisions.

Maintenance of Effort

Ninety-four percent of the districts reported that they had no difficulty meeting Title I standards for maintaining state and local effort.

Comparability

Ninety-two percent of the districts reported no difficulty with meeting the Title I standards.

Excess Costs

Ninety-one percent of the districts reported no problems with the excess costs requirements.

Supplement-Not-Supplant

Twenty-eight percent of the Directors reported that their districts had problems implementing some aspects of the supplement-not-supplant requirement. Three percent of the districts indicated that state staff had raised issues concerning supplanting when reviewing their applications. There is some evidence that Directors confuse supplement-not-supplant violations with potential general aid problems.

Anticipated Effects of Chapter 1, ECIA on Funds Allocation Requirements

Over one-third of the Title I Directors could not predict the effect of the changes of the maintenance of effort, comparability, and supplement-not-supplant requirements when they were interviewed in the fall and winter of 1981. Initially, however, a large proportion of these Directors were favorably disposed to the revised maintenance of effort (48 percent) and comparability (58 percent) requirements.

State Influence on District Practices

Title I was administered through an intergovernmental system in which states were to: approve Title I applications from districts, monitor Title I programs, conduct fiscal and compliance audits of local programs, provide technical assistance to districts, and develop state policies and regulations. Previous research had shown that states differed considerably in how they carried out their administrative responsibilities under Title I. The 1978 legislation was intended to standardize some of these practices. It was difficult to conclude that this effect had been realized because districts within the same state had very widely differing opinions about the nature of state regulations compared to Federal regulations.

Monitoring and Compliance Auditing

Nearly 80 percent of the districts reported no increase in the frequency of state monitoring visits since 1978, and 30 percent stated that they had not been audited by state or Federal officials in three years. A few of the districts that were

audited had changed their programs as a result of audit exceptions.

Technical Assistance

Nearly one-third of the districts reported that they received no technical assistance from the state. Those that did were satisfied with this support. Only about one-third of the districts that substantially changed their Title I programs considered the state to have influenced the change. On the other hand, 45 percent of the Title I Directors who reported that they would like to make changes in their projects cited state opposition as a significant barrier.

Participation of Nonpublic School Students in Title I

Congress included several new provisions in the 1978 Title I law to address the possibility that students in nonpublic schools might not have been receiving their fair share of program services. Essentially identical provisions were incorporated under the legislation for Chapter 1 of ECIA. Educationally deprived children who reside in a Title I/Chapter 1 project area and attend a nonpublic school should have the same opportunity to receive federally funded compensatory education services as their public school counterparts, even if the school they attend is outside the project area. Expenditures for public and nonpublic students should be the same within a district, taking into account the number and needs of the students.

Scope of Services to Nonpublic School Students

In 1978, 59 percent of the districts with nonpublic students provided Title I services to some of those students. This

percentage declined to 56 in 1981. At the student level, the participation rate of nonpublic students increased by just less than 6 percent, while the public student participation rate increased by almost 18 percent over the same time span (1978-81). Most districts reported little or no change over the last several years in their procedures for determining whether nonpublic schools had students living in Title I attendance areas.

Nature and Intensity of Title I Services to Nonpublic School Students

Compared to their public school counterparts in the same district, nonpublic school students, on average, had Title I classes which were of a shorter duration, smaller in size, and with a lower pupil-to-instructor ratio. Like their public school counterparts, their Title I instructors had taught, on average, approximately 5 years. Virtually all of the services provided to nonpublic students were provided in pullout classes. More than 20 percent of the districts that served nonpublic students in the Title I project did so at a location other than the nonpublic school those students attended.

Local Title I Evaluation and Technical Assistance

By 1978 districts were required to follow specified evaluation procedures, including the use of one of three well-defined evaluation models, and to use the results of these evaluations in local program planning. Federally supported Technical Assistance Centers [TACs] were to provide help in implementing these models, and the states could provide similar assistance. As reported above, Directors of local projects viewed evaluation as one of

the necessary but burdensome requirements of the program. The District Practices Study also collected data on the usefulness of the results and the quality of the assistance given by state and Federal agencies.

Utility of Evaluation Results

In districts that had made changes in either the grade levels served or the subject matter to be emphasized, about 25 percent reported that formal program evaluations had influenced the decision to make changes. However, needs surveys, staff recommendations, and changes in funding levels were cited more frequently as reasons for making changes. Fifty-three percent of the Directors indicated that evaluation results were very important in making changes in the Title I curriculum, while only 16 percent gave evaluation the same importance in making staffing changes.

Technical Assistance

Nearly 45 percent of the districts indicated that the state Title I office had helped to develop or improve their evaluation practices. Twenty-six percent of the districts reported that one of the federally supported TACs had been helpful in this regard. Nonetheless, there was considerable variation of opinion within states regarding the helpfulness of the state offices and the TACs.

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CHAPTER 2

PROFILE OF TITLE I

GUIDING QUESTIONS AND HIGHLIGHTS OF STUDY FINDINGS

To provide a context for the findings about the management practices of districts implementing Title I projects, this chapter describes the nature and scope of the services provided to Title I students, the allocation of funds across budget categories, and the time allocation of local Title I administrators. The specific questions that directed the inquiry and highlights of the findings are presented below.

- What is the nature of the districts that received Title I funding?

  - Approximately 90 percent of the nation's school districts received Title I funding during the 1981-82 school year.

  - Seventy-three percent of the Title I districts had enrollments below 2,500 students; 22 percent had enrollments between 2,500 and 9,999. The rest (5 percent) had 10,000 or more students enrolled.

  - Sixty-nine percent of the districts were in non-metropolitan areas, 25 percent were in urban fringes, and 6 percent were in central cities.

  - In 17 percent of the districts, fewer than five percent of the students came from families at or below the proverty line. In another 17 percent of the districts, 25 percent or more of the students came from such families.

- How did districts allocate their Title I budgets?

  - Nearly 80 percent of the funds were expended on instructional services. The next largest budget item was "fixed charges," such as personnel benefits, accounting for 7 percent of the budget. Administration costs consumed another 5 percent of the budget.

- What were the grade levels most commonly served, and what services were provided for Title I students?

  - Seventy-two percent of the students served were in grades 1 through 6. At least 80 percent of the districts served students in each of grades 2 through 5. Fewer than 18 percent of the districts served students in grades 10 through 12.

  - Services were almost universally provided in reading. Almost two-thirds of the districts reported that mathematics was part of the Title I program. Language arts was included in the Title I program in one-third of the districts.

  - Ninety-two percent of the districts employed a pull-out design for program services, while 30 percent used an inclass design. Most of the districts utilizing the inclass design were large (enrollment greater than 10,000 students).

- How do Title I Directors allocate their time?

  - Eighty-three percent of the Directors have no other paid administrative support. They are solely responsible for the administration of the project.

  - Of the time they spent on Title I, the Directors reported that 25 percent was spent on preparing applications and reports and an equal percent of time was spent on managing or supervising the instructional program. Developing and managing the Title I budget, evaluation, and organizing and meeting with parents each took 10 to 13 percent of the Director's time.

- Which of the Title I legal requirements did local Directors perceive to be necessary to achieve the program's goals, and which were perceived to create the most burden?

  - Directors of Title I projects found the legislative requirements for comparability (documenting that each Title I school had a level of service comparable to the average level in non-Title I schools) and parental involvement (including the parent advisory councils) to be the most burdensome and the least necessary to meet program objectives.

  - Among those requirements considered necessary, evaluation and student selection were considered to be

burdensome, while the supplement-not-supplant, school selection, and providing for adequate size, scope and quality of the project were not regarded as burdensome.

INTRODUCTION

This chapter presents a profile of the districts receiving Title I funds during the 1981-82 school year. It also describes how the program was administered at the local level, including data on use of funds for instruction, administration, and other budget categories. Data are also presented which describe the range and type of services that were provided to Title I students.

Findings presented in this chapter are based on mail questionnaire data collected in the fall of 1981 from Directors of Title I programs in 1,793 school districts. A response rate of 87 percent was achieved, and the resulting data were weighted so that all results would reflect national estimates of what was taking place in the Title I program. Details on the sample selection and weighting are presented in the Appendix to this resource book. The reader should assume that all results presented in the remainder of this chapter reflect a nationally representative picture of Title I.

PROJECT DEMOGRAPHICS

We estimated that approximately 90 percent (12,797 districts) of the nation's school districts received some type of Title I funding during the 1981-82 school year.

Title I projects can be characterized by a series of demographic variables that provide a context for understanding the local operation of the program. Three demographic variables were

used to select our sample: district size, district poverty level, and urbanicity.

The size of a Title I district was measured in terms of its total pupil enrollment in 1981. Based on the total enrollment, four size groupings were established. These size groupings are described in Table 2-1. Many subsequent analyses will relate these size categories to other characteristics of Title I projects.

TABLE 2-1

PERCENT OF TITLE I DISTRICTS BY DISTRICT SIZE

Enrollment Grouping	District Description	Percent of Title I Districts
0-2,499 Students	Small	73
2,500-9,999	Medium	22
10,000-50,000	Large	4
>50,000+	Among 60 largest	1

As is readily apparent in Table 2-1, the greatest percentage of Title I districts (73 percent) can be characterized as small districts enrolling less than 2,500 students. Large districts, defined as enrolling more than 10,000 students, account for less than 5 percent of the nation's Title I districts.

The urbanicity of the Title I projects nationally is described in Table 2-2. The majority of the Title I projects (69 percent) are located in nonmetropolitan or rural districts. Only 6 percent of Title I projects are located in central city districts.

TABLE 2-2

PERCENT OF TITLE I DISTRICTS BY URBANICITY

Project Location	Percent of Title I Districts
Central City	6
Urban Fringe	25
Nonmetropolitan	69

A district's poverty level can be described as a function of the percentage of students who come from families at or below the poverty line. These percentages were clustered into four groupings for this study based on the Orshansky poverty index, as shown in Table 2-3.

TABLE 2-3

PERCENT OF TITLE I DISTRICTS BY POVERTY LEVEL

Percent of Students From Families At or Below Poverty Line	Description	Percent of Title I Districts
.1 - 4.9	Low Incidence	17
5 - 11.9	Moderate Incidence	35
12 - 24.9	High Incidence	31
25 and over	Severe Incidence	17

Another demographic variable for portraying the Title I national program is the geographic location of Title I projects.

Projects were grouped into four regions used by the U.S. Department of Commerce, Bureau of the Census (See Appendix A). The regional distributions for these projects can be found in Table 2-4.

TABLE 2-4

PERCENT OF TITLE I DISTRICTS BY REGIONAL LOCATION

Region	Percent of Title I Districts
Northeast	22
North Central	39
South	23
West	17

According to these four basic demographic variables, the typical (modal) Title I program was located in a nonmetropolitan or rural North Central district with fewer than 2,500 students and with approximately 8 percent students from low-income families at or below the poverty line.

PROJECT EXPENDITURES

One important decision that school administrators must make is how to allocate their funds between instructional and non-instructional activities. Table 2-5 shows that in both 1976 and 1981, district administrators reported allocating a preponderance of Title I funds to instruction, 74 percent in 1976 and 79

TABLE 2-5

DISTRICT ALLOCATION OF TITLE I FUNDS
IN 1976 AND 1981, BY EXPENDITURE ITEM

Average Percent of Total Budget

Expenditure Items	NIE Survey - 1976*	Advanced Technology Survey - 1981
Instruction	74	79
Auxiliary services (e.g. parent training, health services)	5	3
Administration (cost of salaries and equipment for District Coordinator, other staff, and evaluation)	4	5
Operation and maintenance	2	1
Fixed charges (e.g., personnel benefits)	11	7
Capital outlays	1	.5
Others (e.g., debt service, school security, miscellaneous)	3	- **
	100	95.5

*Sources: National Institute of Education, Compensatory Education Services (Washington D.C.), p. 19; Memorandum from Paul Hill, Chief of Compensatory Education Division to Mr. John Jennings, Majority Counsel, House Education and Labor Committee, August 11, 1977.

**This category was not included in the Advanced Technology survey and may account for some of the expenditures not reported in other categories.

percent in 1981.* Much smaller amounts were allocated to auxiliary services (such as Title I nurses and counselors), administration, operations and maintenance, fixed charges (which include fringe benefits to teachers and administrators), and capital outlays (equipment purchases).** Moreover, as Table 2-5 illustrates, these allocations vary little from the findings of the National Institute of Education study, which examined the Title I program in the 1975-76 school year. The only discrepancies--in instruction and fixed charges--may be due to some respondents' including fringe benefits to teachers in the instruction category.

Project expenditures can also be expressed as average per pupil expenditures for each district. When per pupil expenditures are broken down by district size, urbanicity, poverty level, and region, some interesting patterns emerge as shown

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*These are self-reported budget figures, which should be interpreted cautiously. For example, we know from case study data that some Title I Directors included in their instructional budget Title I resource teachers who provide services to classroom teachers but never serve children directly. One could argue that these salaries should be included in the administration category.

**The mail questionnaire did not give detailed definitions of these budget categories. Thus, some of the conclusions about budget allocations must be tentative. One difficulty with these aggregate budget data is that the subcategories do not sum exactly to total budget allocations. This may be explained in part by the failure to include an indirect costs category in the mail questionnaire. When Title I Directors added this category--which can include costs allocated to locally provided accounting and payroll services, computer time, space rental, and utilities--indirect costs typically ranged from 2 to 5 percent. If assigning these expenses to indirect costs is widespread, this would account for the money missing from the subcategories.

in Table 2-6. Per pupil expenditures tended to increase with the size of the district. The largest districts in the country, for example, spent $68 more per pupil than small districts, on average. The greater the proportion of students below the poverty level, the more expensive it was to provide Title I services. Per pupil expenditures were also higher in the North Central districts.

TABLE 2-6

PER PUPIL EXPENDITURES BY DISTRICT SIZE, URBANICITY, POVERTY LEVEL, AND GEOGRAPHIC REGION

	Per Pupil Title I Expenditures
District Size	
Small	$558
Medium	$551
Large	$615
Certainty (among 60 largest)	$626
Urbanicity	
Central City	$628
Urban Fringe	$514
Nonmetropolitan	$578
Poverty Level	
Low Incidence	$528
Moderate Incidence	$555
High Incidence	$590
Severe Incidence	$604
Region	
Northeast	$526
North Central	$630
South	$551
West	$530

LOCAL ADMINISTRATION

Since the focus of the study was on local district practices, emphasis was placed on studying the activities of the Title I Director. The typical Title I Director has worked in his or her school district an average of 11.6 years and has been a Title I Director for almost 6 years. Approximately 83 percent have no other paid administrative support. Of the remaining 17 percent who had additional paid administrative support, 58 percent had the help of project or curriculum specialists, 38 percent had a parent involvement representative, 36 percent had an evaluation specialist, 36 percent had a fiscal specialist, and 20 percent mentioned additional support in clerical and other administrative areas.

Administrative Activities

Title I Directors who received the mail questionnaire were asked to indicate what percentage of their time was spent administering the program. Table 2-7 shows, as one would expect, that Directors in larger districts spent more time in their administration of Title I than those in smaller districts.

The Directors were asked how they apportioned their time administering Title I across eight tasks. Table 2-8 presents a summary of these administrative activities for districts arranged by four enrollment size categories. For the typical (i.e., modal) Title I school district, over 50 percent of the administrative activity involved preparing Title I applications and

TABLE 2-7

PERCENT OF TIME TITLE I DIRECTORS SPEND ADMINISTERING TITLE I, BY DISTRICT ENROLLMENT SIZE*

Percent of Time Administering Title I	District Enrollment: Percent Small	Percent Medium	Percent Large
0-25	73	43	15
26-75	18	35	35
76-100	6	23	50
	(760)**	(618)	(322)

*Column totals may not total to 100 percent due to missing data.

**Number in parentheses below line in this and subsequent tables is the number of respondents to this item.

TABLE 2-8

AVERAGE PERCENTAGE OF TIME SPENT ADMINISTERING ASPECTS OF TITLE I, BY SIZE OF DISTRICT

Activity	Small	Medium	Large	Certainty	Typical District
Preparing Title I applications/ reports	27	22	20	14	25
Developing/ managing Title I budget	13	14	15	18	13
Managing/ supervising instructional program	24	29	31	40	26
Hiring staff/ arranging training	6	6	6	5	6
Organizing and meeting with parents	10	10	9	9	10
Dealing with Federal/state officials	7	6	8	8	7
Evaluation	13	11	11	7	12
Other	1	1	1	1	1
	(742)	(602)	(315)	(30)	

reports (25 percent), and managing and supervising the Title I instructional program (26 percent). Managing the budget consumed 13 percent of the time, evaluation took up 12 percent, and parent involvement required 10 percent. The remaining 14 percent of time was spent on staff hiring and training, dealing with Federal and state officials, and other miscellaneous activities.

An inspection of Table 2-8 indicates that administrative activities for Title I Directors can vary substantially based on a district's size. For example, Directors in small districts spent 27 percent of their time preparing Title I applications and reports compared with only 14 percent of Directors' time in 30 of the nation's 60 largest districts. These differences might have been related to large districts' having more administrative personnel to help with the report preparation while smaller district Directors could rely only on themselves to complete the required reporting. Managing the budget was more time-consuming in larger districts. Budget activities accounted for 18 percent of a Director's time in the larger districts compared with 13 percent in the smaller districts. The activity with the greatest differences in administrator's time involved managing the instructional program. On the average, small district Directors spent 24 percent of their time managing the instructional program compared to 40 percent of the time spent by the Directors of the largest districts. Not surprisingly then, in the largest districts, communication about the instructional programs was more involved and assumed a greater portion of the Title I Director's time.

Necessity and Burden in Title I Administration

In order to understand the perceptions of Title I Directors regarding burden of the legal requirements of Title I, 10 requirements were identified which were most salient for these Directors. They were:

- Ranking and selecting project areas (i.e., procedures for selection of project areas)
- Ranking and selecting students (i.e., procedures for determining which children will be served with Title I funds)
- Parental involvement, including advisory councils (i.e., the nature and extent of parental involvement in the planning, design, and evaluation of the Title I project)
- Complaint resolution procedures (i.e., procedures for processing, responding to, and reporting problems raised by parents or other individuals)
- Evaluation procedures (i.e., use of evaluation models for assessing gains made by students in the Title I program)
- Supplement-not-supplant provisions (i.e., data to ensure that Title I funds are added to and not used to replace state and local funds)
- Maintenance of effort provisions (i.e., an assurance that funds from state and local sources did not decrease)
- Comparability procedures (i.e., documentation that the level of services in every Title I school must be comparable, or roughly equal, to the average level in non-Title I schools)
- Excess costs determinations (i.e., documentation that Title I services are supplemental using various program design approaches, e.g., limited pullout, pullout, inclass, and replacement)
- Adequate size, scope, and quality (i.e., an assurance that Title I services are of sufficient size, scope, and quality to give reasonable promise of success)

Title I Directors ranked these elements of the legal framework on a continuum of most burdensome to least burdensome. They also ranked all of these elements on a continuum ranging from most necessary to least necessary. Rankings range from 10 to 1, with 1 representing the most necessary and most burdensome activities and 10 representing the least necessary and least burdensome activities.*

An examination of the average rankings for the necessity dimensions shows that mean ranks range from 1.7 to 7.7.** Ranked from most necessary to least necessary, the items and their associated average rankings were:

- Rankings and student selection (1.7)
- Evaluation procedures (3.5)
- Ranking and selecting project areas (4.2)
- Adequate size, scope, and quality provisions (4.8)
- Supplement-not-supplant provisions (5.4)
- Parental involvement (5.6)
- Maintenance of effort provisions (6.5)
- Comparability procedures (7.3)
- Excess costs determinations (7.5)
- Complaint resolution procedures (7.7)

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*To validate this ranking approach, similar questions were asked during site visits to 100 districts conducted as part of this study. Results from questions in the Title I Director interviews indicate that when the Title I Director is presented with similar questions in an open-ended format, similar rankings of burden compared to those of the mail questionnaire are obtained.

**A comparison of mean rankings to median rankings indicates no differences greater than .2, so only mean rankings are discussed.

The average rankings on the burden dimension ranged from 3.8 to 6.5 and included, in order, from most burdensome to least burdensome:

- Parental involvement (3.8)
- Evaluation procedures (4.2)
- Comparability procedures (4.9)
- Ranking and selecting students (5.1)
- Supplement-not-supplant provisions (5.5)
- Maintenance of effort provisions (5.5)
- Ranking and selecting project areas (6.0)
- Excess costs determinations (6.0)
- Adequate size, scope, and quality provisions (6.3)
- Complaint resolution procedures (6.5)

On the burden dimension, the rankings more closely clustered around the mean and spanned a narrower range. Such a distribution suggests generally less agreement about what was burdensome than what was necessary. Thus, Title I Directors agreed more on the necessary elements of the program, while burdensome rankings were affected by other factors such as district size.

To understand more fully how the Directors perceived these requirements, Figure 2-1 plots the mean rankings of the 10 items on a two-dimensional graph. Each quadrant of the plot corresponds to one of four types of perceptions:

- Most Necessary and Most Burdensome Items
  - Evaluation
  - Student selection

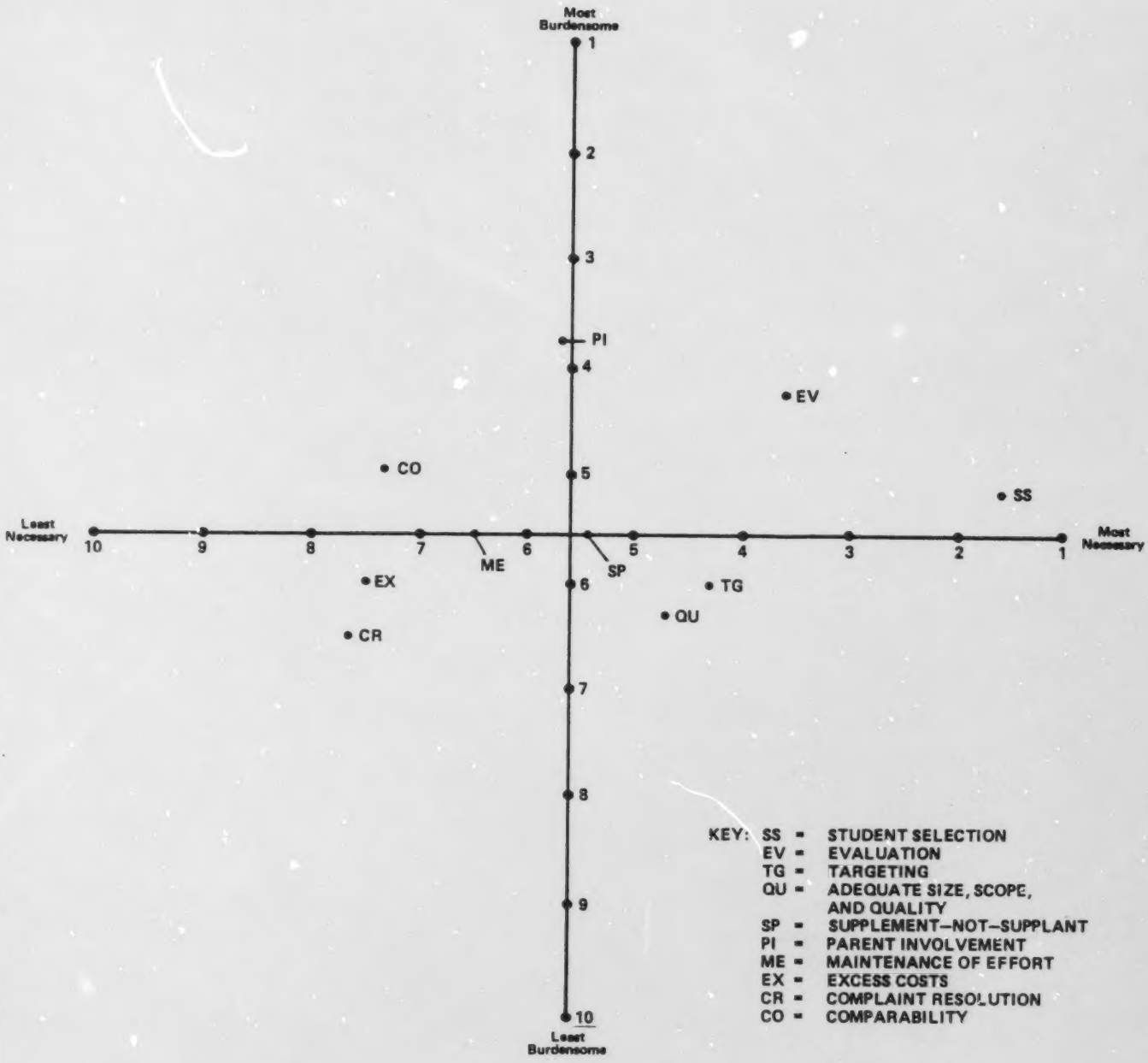

FIGURE 2-1

MEAN RANKINGS ON BURDEN AND NECESSITY FOR TITLE I DISTRICTS

- Least Necessary and Least Burdensome Items
  - Complaint resolution
  - Determinations of excess costs
  - Maintenance of effort
- Most Necessary and Least Burdensome Activities
  - Supplement-not-supplant
  - Adequate size, scope, and quality
  - Targeting
- Most Burdensome and Least Necessary Items
  - Comparability
  - Parental involvement

It is noteworthy that those provisions of the 1978 Title I legislation that were deemed to have been the most burdensome and least necessary by local directors (i.e., comparability and parental involvement) were substantially modified by the Chapter 1, ECIA legislation.

STUDENTS SERVED BY TITLE I

Table 2-9 presents a breakdown by grade of the projected number of public school students served by Title I in the 1981-82 school year. According to these projections, 4,279,111 public school students were served by Title I during the 1981-82 school year. Including all neglected or delinquent [N or D] students, the projected total was 4,575,800 students. We also estimated that Title I served approximately 198,650 nonpublic students during the same school year. Including all public schools, N or D, and nonpublic school students, we estimate that a total of

TABLE 2-9

PROJECTED PUBLIC AND NONPUBLIC PARTICIPATION
IN TITLE I DURING 1981-82 SCHOOL YEAR

Projected Participation Data	Number of Students Served by Title I	Percentage of Total
Public participation based on grade level estimates	4,279,111	
Public participation based on total estimates, including N or D	4,575,800	96.1
Nonpublic participation based on total estimates	198,650	3.9
TOTAL	4,774,450	100

4,774,450 students were served by Title I (see Table 2-9). This represents approximately a 12 percent decline in service using ED's enrollment figures for 1979-80 as a base.

A majority of students served were in the elementary grades. Approximately 72 percent of the students served were in grades 1 through 6. Only 10 percent of the participants were in grades 9 through 12, and 6 percent were in prekindergarten and kindergarten programs. Thus, Title I programs placed the greatest emphasis on serving students in grades 2 through 5. At least 80 percent of all districts serve some students in these grades (see Table 2-10).

TYPES OF SERVICES PROVIDED

Reading continued to be emphasized in Title I programs. Next in importance was mathematics. Almost two-thirds of the districts reported that mathematics was part of their Title I programs. Other language arts was included in the Title I program in approximately one-third of the districts. English for students of limited-English background was part of the Title I program in 11 percent of the districts, and a small percentage of districts offered other subject areas such as special education for the handicapped (4 percent) and vocational education (2 percent).

Changes in Title I subject areas since 1978 were reported by 30 percent of the mail questionnaire districts. More districts have added or increased Title I services in the areas of reading, mathematics, other language arts, and English for students of

TABLE 2-10

PROJECTED NUMBER OF PUBLIC SCHOOL TITLE I PARTICIPANTS SERVED BY GRADE LEVEL DURING 1981-82 SCHOOL YEAR

Grade	Percent of Districts Serving the Grade	Projected Number of Title I Students Served	Percent of Total Number Served
Pre-K	4	45,228	1
Kindergarten	22	230,778	6
1	73	463,832	11
2	85	642,327	15
3	85	526,337	12
4	84	515,085	12
5	80	494,872	12
6	71	420,928	10
7	50	295,383	7
8	47	248,575	6
9	23	167,126	4
10	18	111,149	3
11	14	70,203	2
12	12	47,388	1
TOTAL		4,279,111	100

limited-English background than have dropped or decreased services in these areas. The reverse is true for special education and vocational programs. The most frequent reasons reported by districts for these changes of emphasis in subject areas were:

- Changes in Title I funding level (44 percent of those districts which have made changes)
- Data from formal needs surveys (41 percent)
- Teachers' or Principals' recommendations (38 percent)
- Results of formal Title I program evaluations (27 percent)
- Parents' recommendations (26 percent)
- New state mandates or emphasis (24 percent)

Most districts continued to choose the pullout model rather than the inclass model. Ninety-two percent of the districts surveyed by mail employed a pullout design either exclusively or in combination with the inclass design. In contrast, only 30 percent of the mail survey districts reported using an inclass approach for part or all of their program.

District size (as measured by the number of students enrolled) and budget allocation played no major role regarding the likelihood of a district to use the pullout design. However, the use of an inclass design was significantly correlated with district size. For the 30 percent of the mail questionnaire districts that used the inclass design, very large districts and large districts were far more likely to employ the inclass model than small districts and medium districts.

District administators indicated, for the most part, that there had not been much change regarding the use of the pullout

design in their Title I program. Ten percent of the districts indicated an increase in the use of pullout, and ten percent indicated a decrease.

SUMMARY

Title I services reached 4.8 million students in more than 90 percent of the nation's school districts. Services were almost universally provided in reading. At least eighty percent of the districts provided services in one or more of the grades from two through five. The number of students served had declined by almost 12 percent from two years earlier. The typical project employed a pullout design, although some (especially larger) districts were trying inclass designs.

Administrators found evaluation and student selection requirements to be burdensome but necessary, while they believed comparability and parental involvement to be at least as burdensome and far less necessary.

CHAPTER 3

SCHOOL SELECTION AND TARGETING

GUIDING QUESTIONS AND HIGHLIGHTS OF STUDY FINDINGS

- What information sources did districts use in selecting schools?

  - By far the most common information source for school selection decisions was free or reduced price lunch counts.

- Did districts tend to select all eligible schools or did they select schools from a pool of those eligible?

  - Nearly three-fourths of the school districts provided Title I funds to all eligible schools.

- How extensively were districts using options for school selection allowed by the Title I legal framework?*

  - The most frequently used school selection option was ranking by grade span, though other options were also used by substantial percentages of the nation's school districts; many districts, however, were unaware of options available to them.

- What were districts' objectives in choosing information sources and school selection options?

  - Most districts, in choosing information sources and school selection options, sought to maximize the number of schools that would participate in the program, and a substantial number of districts experimented with different sources or options to

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*These options included (1) selection of schools serving only certain grade levels; (2) eligibility of schools according to enrollment data, where attendance area demographic information made the area ineligible; (3) eligibility of any school or attendance area having a poverty concentration equal to or exceeding 25 percent; (4) selection of areas or schools according to incidence of educationally deprived rather than low-income children; (5) continued eligibility, for a limited time, of schools previously served (a "grandfather" clause); and (6) the option not to serve schools receiving services similar to Title I under a state or local compensatory education program. These options are discussed more fully in the next section of this report.

test the results before finally choosing a district policy.

- What criteria did districts use in allocating Title I funds to schools?

  - Three-fourths of the school districts allocated Title I funds to schools according to the number of children selected to participate in the program. There is substantial evidence, however, that informal judgment, not just counts of participants, played a significant role in funds allocation.

- What were district officials' assessments or opinions of aspects of the Title I school selection provisions?

  - Most districts would prefer to select Title I schools according to achievement data, but this view was far more prevalent among small districts than large districts.

- What did these officials believe would be the effects of ECIA school selection requirements?

  - Just over half the school districts believed that they would have the same flexibility in selecting schools under ECIA, even with the possible elimination of Title I school selection options; a similar percentage of Title I Directors, however, believed that ECIA's school and student selection provisions may increase the difficulty of implementation, change the program's intent, result in transformation of the program to general aid to schools, or lead to wasted funds.

SUMMARY OF LEGAL REQUIREMENTS

Under Title I, a school district generally was required to use its Title I funds only in "school attendance areas having high concentrations of children from low-income families" (§122 (a)(1)).* Furthermore, districts were usually required to rank attendance areas by poverty concentration, using the best available poverty measure,** and serve them in order from highest to lowest.***

School districts, however, could rank areas by grade span, an option that provided additional choices in determining eligibility of school attendance areas. A district desiring to limit its Title I program to grades K-6, for example, could choose to rank only the attendance areas with schools serving those grades. This district would not have to consider serving secondary school

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*"High" was interpreted to mean average or above (see 46 F.R. 5136 et seq., §201.51, January 19, 1981). However, any area having a 25 percent or greater concentration of children from low-income families could be considered eligible if the total level of Title I and state compensatory education expenditures in Title I areas served the year before remained in those areas at that level or was increased (§122(a)(1)). Note: Statute citations can be distinguished from regulation citations by the latter's use of decimal points in the numbers.

**§201.51(b).

***"A local educational agency could carry on a program or project assisted under this title in an eligible school attendance area only if it also carried on such program or project in all other eligible school attendance areas which are ranked higher" (§122(a)(1)). There were exceptions to this requirement, though, which are discussed in the following paragraphs.

areas, even if they had poverty rankings higher than all of the elementary school areas. In addition to this option, the poverty ranking requirement had six exceptions, designed "to give districts more flexibility without watering down the targeting features intended to give the program a focus when funds are limited" (H.R. Rep. 1137, pp. 20-21).

First, in districts where there was "no wide variance" in poverty concentration among attendance areas, all areas could be served, including those below average. Second, a school attendance area having a relatively high concentration of children from low-income families could be passed over, or "skipped," in favor of an attendance area having a "substantially greater" concentration of children who were educationally deprived.*

Third, a school attendance area initially ranked higher could be skipped if that area was served by a state compensatory education program providing "services of the same nature and scope as would otherwise be provided" by Title I (§122(e)).

Under a fourth exception, an attendance area receiving Title I funding in one year could remain eligible the next two succeeding fiscal years, even if it ceased to have a high concentration of children from low-income families (§122(c)). The fifth exception provided that a school not located in an eligible area, but nonetheless enrolling a high concentration of children

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*A district, however, could not use this exception to serve a total number of areas greater than the total number of areas that would have been eligible if the only factor considered as concentration of children from low-income families (§122(a)(2)(A)).

from low income families*, was treated in the same manner as an eligible attendance area (§122(b)). Finally, the sixth exception allowed attendance areas having a 25 percent or greater concentration of children from low-income families to be served if certain conditions were met (§122(a)(1)).

Selecting attendance areas for Title I services involved not only ranking areas and using options and exceptions but also deciding whether to concentrate the program on a few eligible areas (§124(d)(e)). This decision affected the selection of students and was often difficult to make. A decision not to serve one or more eligible schools, for example, meant low-achieving children attending them received no service, while perhaps some higher-achieving students in target schools did benefit. On the other hand, a district that chose to serve every eligible school may have found its use of Title I funds limited to providing a few services to the lowest-achieving children, rather than more comprehensive services to a broader spectrum of educationally deprived children in the highest ranking schools.

Under Chapter 1, ECIA, the provisions governing school selection require LEA grant applications to assure that proposed projects will be (1) "conducted in attendance areas . . . having the highest concentrations of low-income children"; (2) "located

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*This condition might have prevailed in an attendance area where large numbers of children from high-income families attended private school.

in all attendance areas of an agency which has a uniformly high concentration of such children"; or (3) "designed to utilize part of the available funds for services which promise to provide significant help for all such children served by such agency" (§556(b)(1) of ECIA).

The proposed ECIA regulations, 47 F.R. 32873 (July 29, 1982), do not further explain "highest concentrations of low-income children"; however, a draft nonregulatory guidance document issued by the Department of Education on April 22, 1982* states that this provision does not "require an LEA to serve attendance areas in rank order of their concentration of children from low-income families" (p. 8).

The proposed regulations do not explain the meaning of "uniformly high concentration," but the draft guidance document states that this clause is "similar to the 'no-wide variance' provision in . . . the Title I regulations." The document suggests that poverty concentrations among attendance areas could be deemed "uniformly high"

> if the variation between (a) the percentage of children from low-income families in the attendance area with the highest concentration of such children and (b) the percentage of children from low-income families in the attendance area with the lowest concentration

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*U.S. Department of Education, Nonregulatory Guidance to Assist State Educational Agencies in Administering Federal Financial Assistance to Local Educational Agencies for Projects Designed to Meet the Special Educational Needs of Educationally Deprived Children under Chapter 1 of the Education Consolidation and Improvement Act of 1981 (April 22, 1982, Draft.)

> of such children is not more than the greater of 10 percent or one-third of the percentage of children from low-income families in the LEA as a whole (p. 7).

Regarding the ECIA option to use "part of" Chapter 1 funds for all such children, the proposed regulations state in §200.49 that "such children" means "all educationally deprived low-income children served by the LEA." The draft guidance document states that this clause "provides a new option that was not available under Title I":

> The Secretary interprets this subsection to permit an LEA to use part of its Chapter 1 funds for services that promise to provide significant help to all low-income children served by the LEA, regardless of whether those children are in attendance areas that qualify under [the "highest concentrations" or "uniformly high concentration" clauses]. Thus, rather than establishing a new procedure for the selection of attendance areas, [the "all such children" clause] actually creates an exception to the requirement that services be provided in eligible attendance areas. (pp. 6-7)

The draft guidance document, however, suggests that services for children participating under this new option "must consist of services that promise to provide significant help in meeting the[ir] special educational needs" (p. 9).

The Chapter 1 statute omits the Title I school selection options (1) to skip a higher ranked attendance area if a lower ranked area has a "substantially greater" concentration of educationally deprived children (§122(a)(2)(A)); (2) to skip an area served by a state or locally funded compensatory program providing services of the "same nature and scope" (§122(e));

(3) to serve a formerly eligible school (§122(c)); (4) to serve a school by using the enrollment exception (§122(b)); and (5) to serve an attendance area with 25 percent of greater concentration of children from low-income families if certain conditions were met (§122(a)(1)). Another ECIA provision may deem these omissions significant:

> The provisions of Title I of the Elementary and Secondary Education Act of 1965 which are not specifically made applicable by this chapter shall not be applicable to programs authorized under this chapter. (§554(c))

The regulations do not address the continuing vitality of these Title I options, but the draft guidance document suggests that the last three remain available under Chapter 1.*

Regarding the "formerly eligible" option, the document acknowledges that:

> [u]nlike Title I, the Chapter 1 statute does not include a provision that permits an LEA to continue to consider an area to be eligible even if it does not currently qualify as an eligible attendance area. (p. 8)

The document continues, however, implying that an attendance area determined eligible on submission of the district's application may be deemed eligible "for the entire period covered by the LEA's application." Under §556(a) this period is three years.

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*Regarding the first option, both the ED comments on the proposed rules and the draft guidance document suggest that "LEAs may consider data on educational deprivation when selecting project areas from eligible attendance areas," but they do not state that data on educational deprivation may be used to determine the eligibility of schools for Chapter 1 services. 47 F.R., p. 32873 (emphasis added).

LEA's application." Under §556(a) this period is three years.

Regarding the Title I option to use enrollment data for schools not located in eligible attendance areas, the draft guidance document clearly states that this option remains available (p. 8). Also, the document states that the "25 percent rule" is one permissible method "for identifying attendance areas . . . having 'the highest concentration of low-income children'" (p. 7). Finally, the document states that grade-span grouping, previously allowed by Title I regulations, though not mentioned in the Title I statute, is still an available option under Chapter 1 (p. 7).

REPORT OF SUBSTANTIVE FINDINGS ACROSS INSTRUMENTS

Tables 3-1 and 3-2 concern the data sources districts used to select Title schools or attendance areas and Title I Directors' reasons for choosing these data. Table 4-1 shows that the most common data source used was free or reduced price lunch counts. As Table 3-2 indicates, the availability and accuracy of the data were the most frequently cited reasons for their use by Title I Directors who were interviewed.

Data from District Practices Study mail questionnaires revealed that 48 percent of the districts used grade span grouping. Table 3-3 indicates that other school selection options were used by substantial numbers of districts.* However, many

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*One exception, though, was the option to skip schools that received state or local compensatory education services similar to Title I. This option was not available to 77 percent of the school districts.

TABLE 3-1

DATA SOURCES USED TO SELECT TITLE I SCHOOLS OR ATTENDANCE AREAS IN SCHOOL YEAR 1981-82

	Percent*
Free or reduced price lunch counts	77
AFDC enrollment	36
Census data on family income	19
Free breakfast counts	8
Number neglected and delinguent children**	8
Number non-English speaking families**	3
Employment statistics	2
Number children from migrant families	2
Orshansky Index	2
Other sources	8
	(288)***

*Percentages in this column do not total to 100 percent since districts sometimes used more than one data source in selecting Title I school attendance areas.

**While these are not data sources recognized by the U.S. Department of Education for the selection of Title I attendance areas, they were indicated as sources used by some districts for such selection purposes.

***Number in parentheses below line in this and all subsequent tables is the number of respondents to this item.

TABLE 3-2

TITLE I DIRECTORS REASONS FOR USING DATA SOURCES IN SELECTING SCHOOLS OR ATTENDANCE AREAS FOR 1981-82

	Percent*
Availability of source(s)	49
Accuracy of source(s)	29
Mandated or recommended by state	13
Number other source(s) considered	13
Maximizes number of schools or students eligibie	11
Not applicable--only one school in district	7
No idea why	6
Other--e.g., other sources invade privacy; used by county (all less than 5%)	22
	(100)

*Percentages in this column do not total to 100 percent since more than one response to the question was permitted.

TABLE 3-3

OPTIONS USED TO SELECT ATTENDANCE AREAS OR SCHOOLS

OPTION	N	Percent Used Option	Percent Unaware of Option	Percent Saying Option Considered But Not Used	Percent Saying Option Not Applicable to District
Formerly eligible	267	20	3	5	72*
"No wide variance"-- all selected	267	27	4	8	61
25% rule	247	15	20	11	54**
Skipped one or more eligible areas receiving state or local compensatory services	268	9	7	7	77
Used enrollment data	244	46	26	27	0
Ranking and selection by low achievement	249	20	38	41	0

*All previously served areas/schools still eligible.

**Average poverty level in district below 25%.

districts are unaware of the 25 percent rule, or the options to use enrollment statistics or ranking by achievement data.

Response to the mail questionnaire showed that 30 percent of the districts experimented with different methods of school selection before making their final choices. Table 3-4 indicates school districts' objectives in choosing data sources and selection procedures. Most sought to maximize the number of schools or students served while only a few districts defined their objective as concentration of services on a few schools or students. The mail survey data also showed that 74 percent of all districts served every eligible attendance area.

Table 3-5 shows the criteria used by districts to distribute Title I funds to those schools that had been selected to participate. Most districts computed these allocations according to the number of participating students in each school.

Tables 3-6 through 3-9 indicate local administrators' views of Title I school selection provisions, as well as policies they would prefer in the absence of legal criteria for school selection. Table 3-6 presents district officials' assessments of the school or student selection procedures most crucial for maintaining the goals of the Title I program. Of interest, only 18 percent of the mail survey respondents cited the need to concentrate services.

Table 3-7 presents district officials' opinions regarding the most burdensome aspects of the present school and student selection requirements. Twenty-six percent of the mail questionnaire respondents reported that the burden associated with these

TABLE 3-4

PRIMARY OUTCOME DESIRED IN CHOOSING
DATA SOURCES AND SELECTION PROCEDURES

	Percent
Service to maximum number of schools or students	58
Service to some areas or schools from previous year	33
Concentrate services on a small number of schools or students	6
Other	3
	(264)

TABLE 3-5

CRITERIA USED TO ALLOCATE TITLE I DOLLARS TO PARTICIPATING SCHOOLS

	Percent*
Number of students selected for services	75
Prorated based upon previous years allocation	19
Informal judgment of need	18
Poverty level of school	11
Other	8
	(250)

*Percentages in this column do not total to 100 percent since more than one response to the question was permitted.

TABLE 3-6

PERCEIVED SCHOOL AND STUDENT SELECTION PROCEDURES OR REQUIREMENTS MOST CRUCIAL FOR MAINTAINING GOALS OF TITLE I PROGRAM

	Percent*
Plan according to educational needs assessment and evaluation	26
Concentrate services	18
Other (combined category)	17
Involve teacher	16
Select educationally disadvantaged students	14
Flexible selection to serve individual students	4
Involve PAC	3
	(364)

*Percentages in this column do not total to 100 percent since more than one response to the question was permitted.

TABLE 3-7

PERCEIVED MOST BURDENSOME ASPECTS OF TITLE I SCHOOL AND STUDENT SELECTION REQUIREMENTS

	Percent*
No problems	26
Testing students/evaluation	12
Paperwork	11
Poverty level criteria	8
Comparability	7
School/district advisory councils	4
Limiting funds to targeted schools	3
Compliance with regulations	2
Other aspects	2
	(336)

*Percentages in this column do not total to 100 percent since more than one response to the question was permitted.

TABLE 3-8

PREFERRED CHOICES FOR SCHOOL SELECTION CRITERIA,
IF NO REQUIREMENTS WERE IMPOSED

	Percent Small Districts	Percent Medium Districts	Percent Large Districts	Percent All Districts
Primarily achievement data	76	54	47	64
Primarily poverty data	6	9	10	8
Give both equal weight	18	35	43	28
Other	0	2	0	1
	(128)	(93)	(36)	(257)

TABLE 3-9

ASSESSMENT OF THE CRITERIA FOR SCHOOL SELECTION THAT ACTUALLY WOULD BE USED IN THEIR DISTRICTS IF NO REQUIREMENTS WERE IMPOSED

	Percent Small Districts	Percent Medium Districts	Percent Large Districts	Percent All Districts
Primarily achievement data	77	58	57	67
Primarily poverty data	3	8	10	6
Give both equal weight	20	30	32	26
Other	0	3	0	1
	(107)	(82)	(35)	(224)

requirements posed no problems. Eight percent, however, cited the obligation to use poverty level criteria, while 4 percent mentioned the requirement that funds had to be limited to targeted schools.

Tables 3-8 and 3-9 indicate the mail survey respondents' preferred criteria for school selection, as well as the criteria they expect would be used in the absence of legal requirements. These data, reported by district size, indicate a preference for achievement data over poverty data, particularly in small districts.

Tables 3-10 through 3-17 report district officials' interpretations and assessments of ECIA school selection provisions. While Table 3-10 shows that 70 percent of the districts will continue to serve the same schools now served under Title I, Tables 3-11 and 3-12 indicate that substantial numbers of local administrators view ECIA as not requiring services to schools in order of poverty ranking.

Table 3-13 shows that a substantial minority of districts, particularly small districts, believe they will qualify all their schools under ECIA's "uniformly high concentration" provision, though they do not now qualify under the Title I "no wide variance" clause.

Table 3-14 indicates that 30 percent of the school districts believe their flexibility will be reduced by ECIA's failure to include Title I school selection options among the new statutory provisions. Table 3-15 reports those districts' perceptions of the current Title I options thought to provide

TABLE 3-10

EXPECTED PRACTICES ASSUMING LOCAL DISCRETION UNDER ECIA TO DEFINE "HIGHEST CONCENTRATIONS OF LOW-INCOME CHILDREN"

	Percent
Continue to serve same schools/areas	70
Probably serve more schools/areas	10
Probably serve same number of schools/areas but some different from those now served	9
Probably serve fewer schools/areas	4
Informed interpretation not possible at this time	8
	(218)*

*Responses sought only from districts having more than one school.

TABLE 3-11

TITLE I DIRECTORS' INTERPRETATIONS OF ECIA "HIGHEST CONCENTRATIONS" PROVISION

	Percent
Serving in strict order areas with concentrations as high or higher than average	37
Serving areas with concentrations as high or higher than average, but not necessarily in strict rank order	22
Serving areas having above a certain percent of low-income students	12
Other	11
Don't know	1
No answer given	17
	(100)